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ABSTRACT

Volume one of the three-volume project report presents the study's two purposes: to document the effects, both intended and unintended, of Federal financing of adult basic education on the delivery systems at the State and community levels for both general adult and adult basic education; and to propose models for coordinating adult education which might optimize the extent and variety of adult education offerings for the public. The study sampled the five States (California, Connecticut, Florida, Illinois, and Texas) which accounted in 197[illegible] for 31.8 percent of the ABE students and 20.8 percent of the Federal ABE allocations to all 50 States and territories. Salient aspects of the research, major conclusions related to the study's seven hypotheses, an overview of data gathered in 21 local and five State case studies, and a model of the development of local delivery systems for adult education are outlined. Recommendations whose adoption might lead to an improvement in the ratio of benefits to costs in adult education delivery systems are presented under five headings: Federal government, State governments, local governments, universities, and associations of adult educators. (NH)

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PUBLIC POLICY IN FINANCING BASIC EDUCATION FOR ADULTS

An Investigation of the Cost-Benefit Relationships in Adult Basic Education in Public Schools and Community Colleges

VOLUME 1
of 3 volumes
SUMMARY AND RECOMMENDATIONS

Submitted to
U.S. OFFICE OF EDUCATION
DIVISION OF ADULT EDUCATION
Grant Number OEG-0-72-1455

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Department of Education
THE UNIVERSITY OF CHICAGO

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Department of Education
THE UNIVERSITY OF CHICAGO

May, 1974

Public Policy in Financing Basic Education for Adults

A project report in 3 volumes:

Volume 1. Summary and Recommendations

Volume 2. Study Design and Findings

Design of Study
Review of Literature
Case Studies of Selected States
Conclusions and Recommendations
Annotated Bibliography

Volume 3. Community Case Studies

Case Studies of 21 Communities
Officials Interviewed
Bibliography by States
Data Collection Instruments

Volume 1

SUMMARY AND RECOMMENDATIONS

Funded by U.S. Office of Education under Section 309 (b) of the Adult Education Act of 1966

The project reported herein was performed pursuant to Grant Number OEG-0-72-1455 from the U.S. Office of Education, Department of Health, Education and Welfare. The opinions expressed herein, however, do not necessarily reflect the position or policy of the U.S. Office of Education and no official endorsement by the U.S. Office of Education should be inferred.

ACKNOWLEDGMENTS

The members of the research team wish to express their appreciation to the dozens of dedicated adult educators at the community, state, regional and national levels whose patient and conscientious assistance made this study possible. Even with overcrowded schedules and a seemingly endless series of requests from researchers of every stripe for every conceivable kind of fact and opinion, these dedicated individuals were willing to inconvenience themselves by cooperating with the team. We were tremendously impressed not only with the professional way in which our requests for data were handled but also with the friendly and considerate treatment we received from all those with whom we had the pleasure to communicate.

A special note of appreciation is due the members of the review panel who took their own time to assist in the improvement of the report. They, of course, bear no responsibilities for the opinions expressed in this report which are solely those of the investigators.

In addition to the members of the project team several other individuals made significant contributions to the preparation of the report. Editorial and bibliographic assistance was given by Patricia Blankenhorn and Robert Shaw. The onerous task of typing and repeated retyping of the case studies was performed by Mrs. Dolores Ford and Mrs. Delores Walker.

SUMMARY AND RECOMMENDATIONS

Adult Basic Education (ABE) is a segment of the field of adult education which has received special attention from the Congress of the United States largely because of the inverse relationships which have been found between educational achievement level and poverty, social disadvantage, unemployment, underemployment and crime. Under the provisions of Public Law 91-230, Title III, Amendments to the Adult Education Act of 1966, the United States Office of Education has been overseeing ABE programs in the 50 states and in the territories. In 1972-73 the program reached 849,529 adults[1] and involved $74,834,000 in federal allotments to the states, including $23,700,000 which was impounded and subsequently released.[2]

Legislative Foundation

Title III of the Elementary and Secondary Education Amendment of 1966, the "Adult Education Act of 1966" as amended in 1969 stated that its purpose is:

> to expand educational opportunity and encourage the establishment of programs of adult public education that will enable all adults to continue their education to at least the level of completion of secondary school and make available

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[1] National Advisory Council on Adult Education, Annual Report 1974 (Washington: National Advisory Council on Adult Education, 1974), p. 22.

[2] Ibid., pp. 26-27.

the means to secure training that will enable them to become more employable, productive and responsible citizens.[1]

This legislation sets forth the intent of the Congress and provides the objectives against which program accomplishments may be measured. Each program, however, has both intended and unintended results, anticipated and unanticipated consequences in terms of direct and indirect effects. Because little had been done to assess the range of benefits and costs associated with the national ABE program it seemed appropriate and timely to undertake such an investigation.

Purposes of the Study

The two purposes of this study are to (1) document the effects, both intended and unintended, of federal financing of ABE on the delivery systems at the state and community levels for both general adult and adult basic education, and (2) to propose models for coordinating adult education which might optimize the extent and variety of adult education offerings for the public.

A 1969 report shows that 27.7 per cent of adults pursue their education in private or public schools and that 25.5 per cent secure their instruction from colleges and universities on a part-time basis.[2] The two-year colleges are increasing their efforts in this area rapidly. Statistical data for fiscal year 1970 show that

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[1] U.S. Congress, Public Law 89-750 Elementary and Secondary Education Amendments of 1966, Title III, Adult Education Act of 1966, Sec. 302.

[2] Imogene E. Oakes, Participation in Adult Education 1969, Initial Report (Washington, D.C.: U.S. Government Printing Office, 1971), p. 20.

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public school buildings accounted for 76.3 per cent of all locations at which ABE classes were held,[1] but since community colleges conduct some programs in public school buildings, this statistic is not useful in determining the relative importance of public schools and community colleges in conducting ABE.

The scope of this project did not include a consideration of the cost-benefit relationships for the students. Instead, the emphasis was placed on the community, the state, and the nation. Data from other evaluations may be used to estimate the cost-benefit situation for the trainees.[2]

Cost-Benefit Studies

Economists agree that the chief value of cost-benefit studies is to provide information to decision makers so that the choices they make will be most likely to achieve their intended objectives.

> Cost-benefit analysis, even at its best, gives only one measure of the value of a program. It "does not give any final answer as to whether a program is 'justified' or 'good.'" In fact, Barsby says, "most researchers would not advocate altering the activities of a program or changing its priorities on the basis of a benefit-cost ratio alone."[3]

Accordingly a cost-benefit approach must be seen as providing some information which can be used in reaching a decision but by no means can it be the sole basis for a decision.

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[1]Nicholas A. Osso, Adult Basic Education Program Statistics, Students and Staff Data, July 1, 1969 - June 30, 1970 and Summary of Years 1966-70 DHEW Publication No. (OE) 72-22 (Washington, D.C.: U.S. Government Printing Office, 1971), p. 44.

[2]One of the most recent of such studies is A Longitudinal Evaluation of the Adult Basic Education Program by William P. Kent (Falls Church, Va.: System Development Corporation, November, 1973), pp. 2-16 to 2-30 and 2-60 to 2-66.

[3]Steve L. Barsby, Cost-Benefit Analysis and Manpower Programs (Lexington, Mass.: D.C. Heath, 1972), pp. vii-viii quoted in Joseph

The need for a reexamination of the basis on which decisions are made regarding ABE has been identified by the National Advisory Council on Adult Education.

The National Advisory Council has called attention to the fragmentation in the provisions that have been made for adult education. The Council members have suggested that both careful study of the existing situation and the development of policy guidelines are essential to improving the effectiveness and efficiency of federally supported adult education.

The Effects of Federal Support

Although the federal government provides only a small percentage of the total expenditures in adult education throughout the nation the relative importance of these funds varies widely among the states. Nevertheless because of the categorical nature of the ABE funds it seemed likely that they might be used to deflect or seriously modify existing community delivery systems for adult education.

The focus of this research is on the effect that channelling federal ABE funds through the public schools, the community colleges or a combination of the two, has on the variety and extent of adult education provided in 21 selected communities in five states. The major interests of the research was to assess the long term effects (costs and benefits) of different state and community patterns of distributing federal ABE funds on the extent and variety of adult education provided.

L. Washtien, "Appraising the Costs and Benefits at the Community Level of Federally Funded ABE" (Chicago: Department of Education, The University of Chicago, Unpublished M.A. paper, February 1974), p. 4.

The research was intended to assess the relative advantages and disadvantages of using federal funds to support ABE programs in (a) either the public schools or the community colleges, or (b) in both, not only from the standpoint of the effectiveness and efficiency of the ABE program but also in terms of the extended effects on the institutions' capacity to meet the educational needs of their adult community.

Organization of the Report

The research conducted in this project is reported in three volumes under the general title Public Policy in Financing the Basic Education of Adults.

Volume 1, Summary and Recommendations, presented in concise form the salient aspects of the research, its principal findings, and its implications for future operations. It also puts forth recommendations for funding policy based on what the study found to be the effects of existing policy.

Volume 2, Study Design and Findings, is a complete account of the project, including a description of the design of the research, a review of the literature, a case study of each of the five states covered, a set of conclusions, and an annotated bibliography.

Volume 3, Community Case Studies, contains twenty-one city case studies, lists of persons interviewed in each state, lists of documents used in preparing the case studies for each state, and copies of the questionnaires and interview schedules employed in the data collection.

Design of the Study

In designing the study the investigators predicted that different state policies on the allotment and use of ABE funds would have intended and unintended, anticipated and unanticipated effects on the extent and nature of community adult education provision. These unintended and unanticipated results were thought to be potentially so powerful that they could conceivably overshadow the anticipated and intended results. Accordingly it seemed advisable to attempt an assessment of the unanticipated and unintended as well as the anticipated and intended consequences of the policies of a sample of states concerning the allocation of federal ABE funds.

Adult education was defined as including all rememdial education for students who had left the formal system of education, community or public service programs which were person rather than problem oriented, and any "investment" or "consumer" types of educational programs outside the formal system of adult education. If formal courses duplicating day offerings were offered in the evening or on weekends primarily for the older student with regular day responsibilities and if those programs were administered separately from the day-time formal program, such programs were considered adult education. Developmental or preparatory courses offered as part of a formal program were not considered adult education even though the subject matter was the same as in advanced ABE classes since the students for the most part still identified with the formal system of higher education. The research design limited the study to adult education programs which were sponsored by public

elementary-secondary school and community college systems.

Hypotheses

Prior to the selection of the states and cities to be included in the study it was essential to develop a clear idea of the variables to be measured and the sort of data to be solicited. The development of questionnaires and interview schedules was dependent upon the statement of the hypotheses which the study was intended to test.

Seven hypotheses were formulated regarding the effects of different approaches to funding on the extent and nature of adult education opportunities in local communities. The bases of these hypotheses were the authors' (a) experience in working with various professional associations of adult educators, (b) knowledge of the organization of adult education in several states, and (c) involvement in other research projects dealing with adult basic education. Because of the lack of adequate previous research regarding theoretical relationships among the variables of interest there was no basis for constructing more refined hypotheses.

Selection of the Sample

States

It was decided initially that the states to be sampled should be those with the largest ABE enrollments and with the most fully developed community college systems. On the basis of these criteria the states of California, Florida, Illinois, New York, North Carolina and Texas were clearly the top six states. New York and North Carolina were dropped because of factors which would have interfered

with effective measurement of the variables. Connecticut was selected because it offered a technical college system separate from a regional community college system and a public school system, all three of which were involved in providing some adult education programs at a level which did not appear to be postsecondary. Another reason was that, for its size, Connecticut had a large ABE program.

In fiscal year 1971 the five states (California, Connecticut, Florida, Illinois and Texas) accounted for 31.8 per cent of the ABE students and 20.8 per cent of the federal ABE allocations to all fifty states and territories under Public Law 91-230, Title III, Amendments to the Adult Education Act of 1966.

There were 7,468 individuals in the five states who were engaged in managing the ABE programs or in teaching, counseling or serving in some other supporting capacity in the program. Inasmuch as these individuals received some payment for their services, their salaries, which were a cost to the federal and state governments, were benefits to their local communities. These states had employed more than their proportionate share of staff based on their proportion of the state allocations, that is using 20.8 per cent of the federal funds these states employed 22.4 per cent of the ABE staff and enrolled 31.8 per cent of all ABE students.

Cities

As a result of conversations with at least two state officials in each state, one ostensibly well acquainted with adult education programs in the community college and the other with the adult education programs in the public schools, the following cities were chosen:

California: Long Beach, Sacramento, San Diego, San Francisco

Connecticut: Danbury, Hartford, Manchester-Vernon, Waterbury

Florida: Gainesville (Alachua County), Jacksonville (Duval County), Ocala (Marion County), Pensacola (Escambia County), Tampa (Hillsborough County)

Illinois: Danville, Joliet, Olney (Illinois Eastern Junior College) Springfield

Texas: Galveston, Houston, San Antonio, Texas City

The questionnaires and interview schedules were pilot tested in Michigan and modifications were made where changes seemed necessary to increase the likelihood of securing the desired data.

In each state the interviews were conducted at the state offices of the education department of the community college system. State officials in charge of vocational adult education and Manpower Development and Training Act projects were also interviewed. Subsequently interviews were held in each of the communities in the sample. In these communities interviews were held at the public school and at the community college no matter whether the adult education program was conducted at either or both institutions.

Validation

Case studies were written on each of the communities and states and were mailed to the local and state directors for verification.

Seminar

An important aspect of the study is its credibility to local, state and national level persons who are well informed about adult

basic and other types of adult education. To provide a review panel for the report of the project, an invitational seminar was called in Chicago in January, 1974, at which the state case studies, the project design and the statement of the tentative conclusions were discussed. The following individuals and the project team at the University of Chicago participated in the special seminar:

Ray Ferrier, Divisional Director, Department of Adult Education, Detroit Public Schools

James H. Fling, Administrator, Adult and Veteran Education, Department of Education, State of Florida

Raymond Hawkins, Director, Community College Programs, Texas College and University System

John Lombardi, Research Educationist, ERIC Clearinghouse for Junior College Information, University of California at Los Angeles

Marie Y. Martin, Director, Community College Unit, U.S. Office of Education

Charles H. Polk, Dean, Downtown Campus, Florida Junior College at Jacksonville

Myron Roomkin, Assistant Professor, Graduate School of Business, The University of Chicago

Robert W. Rupert, Administrator, Continuing Education, Los Angeles City Unified School District

M. Eldon Schultz, Regional Program Officer, Region V, U.S. Office of Education

Invitations had also been accepted by the following persons who were unable to participate:

Paul V. Delker, Director, Office of Adult Vocationa, Technical and Manpower Education, United States Office of Education

James R. Dorland, Executive Director, National Association for Continuing and Adult Education

Gary A. Eyre, Executive Director, National Advisory Council on Adult Education

S. V. Martorana, Professor of Higher Education, Pennsylvania State University

The consultants discussed each of the state case studies, criticizing them and questioning the inferences which had been drawn from the data. The consultants also offered alternative explanations for the phenomena which had been reported and alternative inferences which they felt could be deduced from the data.

Review of Literature

In an effort to ascertain what was known and had been written concerning the variables of primary concern in this investigation a review of relevant literature was made.

Papers

Two papers on innovative approaches to adult education financing were commissioned, one written by Roy W. Steeves, Adult Education Assistant Program Manager, California State Department of Education, and the other by James L. Wattenbarger, Director, Institute of Higher Education and Philip A. Clark, Director, Center for Community Education, College of Education, University of Florida. These papers are not incorporated in the final report but it is acknowledged that the ideas presented in the papers have been considered by the project team and may have influenced the conceptualization of the recommendations.

Conclusions

The major conclusions relate to the seven hypotheses. Each hypothesis is presented, followed by the relevant conclusions.

1. The cost of conducting adult basic education is directly proportional to the academic level of the institution which is managing the program.

This hypothesis could not be accepted unconditionally because administrators of some community college adult programs have devised means of insulating their programs from the personnel policies used in other programs conducted by the colleges. Substantial costs are often avoided by employing adult education teachers on an hourly rate instead of as full-time personnel. Since fringe benefits are not extended to the hourly part-time teachers there is an additional saving to the community college district. This practice is also followed in public school adult education.

In some districts where adult education instructors are employed on a full-time basis they are required to teach more hours than the regular academic faculty of the institution. The stability of such an arrangement appears to rest upon the acquiescence of the teachers' union, a condition which does not seem likely to continue indefinitely.

From the vantage point of the ABE program nationally, the existence of state adult education reimbursement policies which pay community colleges at a higher rate than public schools for conducting essentially identical programs is undesirable because it does not encourage the most efficient use of the available funds. The absence of federal guidelines to discourage such migration of program sponsorship on questionable grounds is a part of the problem situation.

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2. The use of federal adult basic education funds to increase the number of full-time positions in the field at the state and local levels will produce a corresponding but smaller increase in the kinds and quantities of other adult education programs.

No rigorous test of the hypothesis was possible because of insufficient data from communities which had not been involved in ABE. Nevertheless, the state staffs for adult education had all been strengthened numerically and in terms of influence exerted within their administrative framework. The increased influence was related to increased numbers of persons and the administration of not only program funds but also staff development and experimentation monies.

The growth in numbers of full-time personnel, not only at the state level but also at the local levels, developed a cadre of persons who, perhaps for the first time, saw a career line in adult education within all the states sampled.

The existence of the federal program supporting ABE was an essential element in persuading the Texas Legislature to appropriate over $4 million to underwrite the costs of secondary level education for individuals who had been served through the elementary education level under the nationally funded program.

It was rare to find full-time adult basic education personnel at the national, regional, state or local level who were interested exclusively in adult basic education. In a few cases the ABE program had been set up as a unit administratively separate from the rest of adult education, but as the program was being regionalized this isolation was breaking down.

3. The provision of substantial federal support of one sector of the adult education field (adult basic education) leads to an increase in professionalization within that part of the field as well as in other parts.

The increased professionalization will be evinced by the development of pre-service and in-service training programs, a growth in professional adult education organizations, increased emphasis on specialized credentials for adult basic education teachers, and an increased emphasis on graduate degrees for administrators.

The increase in ABE personnel and the effects that those numbers of persons placed on the development and priorities of professional associations are striking. For example, in Illinois a new organization, PACE, Public Adult and Continuing Educators Association of Illinois, was established and its membership rose over the 500 level with most of the members employed as ABE teachers. Because the statewide meetings of the Association were held in connection with staff development activities it was possible for the Office of the Superintendent of Public Instruction to provide financial support for the activity, thus stimulating participation. Similar associational developments were observed in Texas, Connecticut, and Florida.

On the national level, the Association of Black Adult Educators was formed for a number of reasons, one of which was the desire of a growing group of black ABE staff members to have an organization with a distinctly black orientation.

Within the Adult Education Association of the U.S.A., the Commission of One Hundred which had been a small group of persons

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concerned with literacy education, became a strikingly large group of individuals which sponsored national meetings.

New graduate programs in adult education, started with seed money from ABE were apparent in all of the five states.

In Florida, accreditation of adult schools became mandatory. In Hillsborough county all adult teachers are required to take credit courses toward a defined educational goal to retain their positions. This requirement was made possible because of the establishment of a nearby graduate program in adult education which had started to serve ABE needs.

4. The preferential awarding of federal adult basic education funds to one of two types of public educational institutions equally capable of performing a specific adult education task leads to monopolistic control on the part of the favored institution not only for the specific task but also for other areas of adult education as well.

The awarding of federal funds preferentially to one of two types of public institutions appears to be influential in terms of the ratio of the size of those funds to other available funding sources. It would appear that when State funds are available for developing adult programs, the assignment of federal funds will likely reflect established patterns. Thus in Connecticut the decision that all ABE funds were to be utilized in the public school system placed limitations on the community college which has little access to adult education funds. In Illinois when federal monies can go either to the public school or community college, but the college system has higher state funding for adults, there is a tendency for both federal and state supported programs to move to the colleges.

When one institution can claim a higher rate of state support for performing a given adult education function, adult programming tends to move toward the institution with the higher support level. The development of a monopoly is not inevitable, however, because shifting state programs of support may alter the balance. Thus, in Florida some adult programs which the public schools had relinquished to the junior colleges for financial reasons have moved back into the public schools because of a shift in financial arrangements. Being marginal in both institutions leads to a situation in which the program sponsorship appears to shift readily in response to changes in state programs of financial support.

5. The preferential awarding of federal adult basic education funds will increase the capacity of the favored institution to utilize other sources of funding for adult education leading to the monopolistic control of adult education within the service area.

Since adult education is marginal in both institutions, its marginality has far more influence than whether there is preference accorded to one institution or another in terms of federal or state funds. It would appear that institutional resources for providing adult education programs can be developed or redeveloped rather quickly in either institution if the state or federal income generated by such programs exceeds minimal costs by a sufficient margin.

The employment of full-time personel is conducive to an expansion of the financial base of the adult education program.

6. The allocation of federal adult basic education funds on a competitive basis to two kinds of institutions will result in a

higher quality program than if the funds were allocated on a preferential basis.

Whether federal adult basic education and state general adult education funds are allocated preferentially or competitively to public school and community college districts does not, in and of itself, appear to have any direct influence on the quality of the program provided. The provision of ABE funds directly to either institution on a preferential or on a competitive basis may be a force fostering a cooperative or a coordinated approach to the provision of adult education opportunities in the community.

The competitive model, just as the preferential model, carries with it the assumption that either one institution or the other should be conducting the adult education program. Neither model is compatible with a program development philosophy which assumes that the best program resources should be utilized in conducting programs regardless of the institutional affiliation of these and that no one institution is likely to possess all of the appropriate resources.

No evidence was found in any of the communities in the study of a true case of competitive allotment of ABE funds or, for that matter, of any federal or state adult education funds. Without true competition there is no stimulus to out-perform other potential sponsors, if, in fact, competition is even a remote possibility between public institutions.

7. The use of federal adult basic education funds to support a cooperative model of community adult education program planning will produce more positive external benefits than either a preferential or a competitive model.

With the exception of the States of California and Florida, the introduction of adult basic education programs required either the establishment of a new delivery system or a major modification of a modest one already in existence. Because the guidelines for the program had been developed initially as a part of the economic opportunity legislation, it is not surprising that provisions for sophisticated or intricate planning and review systems at the local level were not included.

Although attempts have been and are being made to develop a cooperative model in California and in Texas the systems are still so new that any assessment of effectiveness and utility as models would be premature. In Florida the system for determining which institution is to handle the adult eudcation program in each county has managed to work out a territorial division of labor, but it could not be said to have produced a coordinated approach involving both institutions in a joint mutual effort.

In California, Area Adult Education Coordinating Councils composed of representatives of one or more school districts and a community college district get together to decide which institution should offer those programs which have not been legislatively assigned to the public schools or to the community colleges. When the Texas Legislature appropriated funds for secondary level adult education in 1973, the Texas Education Agency adult educators used these funds as an incentive to persuade adult educators in public schools, community colleges and other institutions providing adult education to cooperate in developing their plans. Until the program has been in operation for at least a year it will not be possible to determine how well the new system is working.

Overview

The data gathered in the 21 local and five state case studies as well as in the survey of the literature could be interpreted with pessimism. Although there were examples of outstanding adult and adult basic education programs, there was no underlying comprehensive philosophy found which could serve as a basis for developing state financial support programs for adult education.

Too often the conceptualization of the education of adults was fragmented and simplistic. Coordination of the local institutions in providing adult education merely meant dividing the task geographically or by curriculum level. Rarely were proprietary or non-public resources considered. Rarely were local funds considered as a potential source of revenue. Often adult programs were only a means to some other ends such as public relations, affirmative action program compliance, or new revenues. Rarely was adult education seen as consisting of a wide range of programs serving diverse groups and offering an opportunity for specialized approaches. Clientele were too often served because their interests happened to coincide with available categorical or credit funding.

The present system encourages an entrepreneurial approach among institutions and administrators. This entrepreneurship does not encourage articulation of programs, diversity of functions by design, or planned duplication where there is a need.

A more optimistic interpretation is that the development of adult education is in a primitive stage and this fact accounts for the uneven marginal nature of the enterprise.

The ability of the individual state to utilize federal ABE funds to increase state funding of adult education will no doubt be the deciding factor as to the permanency of the investment. The development of state funding for adult educati
devised along public policy lines which have at their base a philosophy for publicly supported adult programs, and which is so conceptualized as to encourage local initiative in utilizing varying institutional resources to meet the varying needs of all adults and hopefully in the public rather than the institutional short-term self interest.

A Model of the Development of Local Delivery Systems for Adult Education

Adult education may be provided by (a) an institution which serves an area in which no other institution is providing or is seeking to provide adult education; (b) an institution which serves an area in which one or more other institutions are engaged in conducting adult education; (c) an institution which has been designated to provide specific programs which are not offered by other adult education institutions in its area; (d) an institution which voluntarily cooperates with other adult education institutions in arranging for efficient, effective program development; (e) an institution which enters into a legal agreement with one or more institutions without relinquishing its veto power over any decision of the group; (f) an institution which enters into a legally binding agreement with other institutions in which no single institution retains a veto power, and (g) an institution which must enter into an agreement with other institutions regarding adult education

program planning as a condition for receiving state financial support.

Institutional arrangements for adult education vary from the isolated institution which is the sole provider of adult education in an area to a complex situation which involves a multiplicity of public and private institutions. The model of development, consequently, presents the several forms of monopolistic, competitive, cooperative and coordinate relationships which actually exist or are possible in any systematic development of adult education delivery systems at both the local and the state levels.

Recommendations

This research was intended to identify costs and benefits of current federal and state policies regarding the allotment of federal ABE funds on the adult education delivery systems in American communities. A major ancillary objective was the formulation of policy recommendations whose adoption might lead to an improvement in the ratio of benefits to costs in such programs.

The recommendations are presented in five sections according to the units of government, institutions and organizations to which they are addressed; (a) federal government, (b) state governments, (c) local governments, (d) universities, and (e) associations of adult educators.

Federal Government

Even though the federal government provides only a relatively small percentage of the funds expended by the states in adult education, these federal funds are especially important in that, if they

are administered wisely and allotted to the states under suitable guidelines, these dollars can induce states and communities to develop programs reflecting national priorities.

Special purpose funding is compatible with the national interest and should not be entirely supplanted by general purpose grants unless all federal leadership is to be relinquished in the field of education.

In striving to establish a new program, a legislative body may be tempted to establish an entirely new structure in the hope of avoiding the real and imagined rigidities of established structures. Such an approach might be advisable if it were clear that the effective operation of the new program would not require the involvement of the existing delivery system, but such is rarely the case. Accordingly, when legislation for new federal adult education programs is being drafted, the staffs of the education committees and subcommittees of the House of Representatives and the Senate should inform the legislators of the probable impact of the proposed program on the existing community delivery system.

1. Interinstitutional relations should be considered and whenever possible the new program should be designed as a part of the overall system of provision for adult education rather than as a separate unit. U. S. Office of Education officials charged with adult education responsibilities should assist the legislative staffs of the Congressional committees in drafting and revising legislation to promote coordination and joint use of resources.

2. Federal legislation which fosters the development of postsecondary commissions may add to the problems of coordination

in adult education because both postsecondary and secondary educational institutions are engaged in providing adult education programs. Federal guidelines should encourage the appointment of an individual who is well versed in the broad field of adult education to membership on such state commissions.

3. The National Center for Educational Statistics had been collecting and publishing statistics on ABE which obscure the relative importance of the community colleges and public schools as sponsors of ABE, in that data are presented on the number of classes held in public school buildings. If the sponsorship of ABE programs is to be identified accurately it will be necessary not only to collect data on where the classes are held but also on who is conducting them.

4. Existing guidelines for the development of state plans for ABE have evidently not led to the cooperative examination of needs, assessment of resources, planning of programs, and assessment of programs. A review of the procedures used in developing state plans and of the plans themselves will be necessary if this aspect of the system is to be improved.

5. Just as the National Advisory Committee for Adult Basic Education has been supplanted by the National Advisory Committee on Adult Education, the framing of legislation and guidelines for ABE should be set in the context of a larger adult education delivery system.

6. Program improvement efforts at the local and state levels tend to be highly pragmatic and only marginally concerned with the support of research in this field. The funding of fundamental research in ABE is considered an appropriate function of the

federal government. Therefore, unless adequate funding is provided so that the National Institute of Education can support such research, it seems desirable for the United States Office of Education to retain some portion of the ABE funds to use in furthering it.

State Government

Because education is constitutionally defined as a state function it seems appropriate that the states bear the central responsibility of coordinating adult education efforts across institutional lines.

1. In each state which has more than one board to govern the public schools and the community colleges a special joint committee should be established to deal with adult education because both the public schools and the community colleges become involved in running nearly identical ABE programs. To ensure that state funds are used most efficiently, this committee should examine each existing and proposed state program to see that no needless duplication or competition occurs. Further, this committee should examine the basis of payment so that state funds would not serve as unintentional inducements to communities or local governing boards to transfer program sponsorship between institutions.

2. In the event that federal categorical programs are legislated with little or no attention given to the possible impact of such programs on the functioning of the delivery system for adult education in local communities, this committee would set conditions which would provide financial inducement for coordinated effort at the local level.

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3. The state coordinating committee for adult education should honor several principles in devising programs:

(a) The operationalization of the philosophy of the comprehensive community college requires that these colleges conduct educational programs at the secondary level.

(b) The efficient, economical utilization of the property of the people of a state requires that the physical facilities of the public schools be used in adult education programs regardless of whether the official sponsor of the program is the public school or the local community college district.

(c) To encourage effective coordination not only should the giving of guidance on coordination unaccompanied by any support or incentive be avoided but also the awarding of funds should be made contingent upon the submission of evidence to support the claim that coordinated need analysis, resource identification, and program planning and program assessment has been or will be conducted.

(d) Because of the diversity of local districts and of the educational institutions serving the districts, no single standard statewide blueprint for coordination can be ideal.

(e) Because it is not possible to eliminate all irresponsible decision making at the local level, an appeal mechanism at the state level appears to be essential to handle questions dealing with local planning and the channeling of state support.

(f) Any program of adult education which is to be promoted successfully must have financial incentives that will be attractive to local educational decision makers.

(g) An intelligence function must be performed by the state level committee on coordination of adult education so that

when legislation dealing with the funding of education is being deliberated the implications of such legislation for the maintenance and development of the community delivery system for adult education will be considered.

(h) The development of an adequate structure to provide the coordinated delivery of adult education locally requires that persons be appointed to full-time positions that offer the potential for careers. A state support system which is intended to accelerate the process of developing the infrastructure should include incentives to induce public school and community college districts to employ a full-time adult education administrator and staff.

(i) "Community Education" is a term which is riding a crest of popularity at the national and at state levels. As state legislators deal with the bills which are being proposed to support community school or community education movement it would be prudent for state education departments to keep the education committees of their state legislatures infomred of the benefits and costs of mounting a separate adult education program, uncoordinated with the existing community adult education efforts.

Local Government

The development of a full range of adult education opportunities requires the utilization of a greater range of educational resources than any one institution is likely to possess. An inter-institutionally developed program is more likely to serve the wide variety of felt and ascribed adult learning needs efficiently than are the separate efforts of several institutions working in isolation from one another. It is in the local communities that the adult

education services are delivered and it is at this level that there is the strongest incentive to develop joint approaches involving the community's educational resources.

Members of the governing boards of public schools and community colleges who are concerned with serving the educational needs of the adult community could insist that their professional staff engage in cooperative program development. One reason local cooperative efforts have not been particularly successful is that the governing boards have not been directly involved in exploring issues and formulating agreements. Because board members are more likely to represent the community interests than are the professional staff it seems reasonable to assume that local board members would be more amenable to inter-institutional programming than the professional staff of the school, college or other community institution. Accordingly, board initiative appears to be a highly appropriate force for developing a community oriented delivery system for adult education. The development of inter-institutional agreements is a board prerogative rather than a staff function and so it is appropriate for the boards to concern themselves with the formulation of cooperative or coordinative agreements.

Universities

Universities influence the development of adult education delivery systems by conducting training, performing research and ooperating extension services. To the extent that these efforts focus on the community rather than on the individual institutions, cooperation and coordination are fostered.

1. Universities have engaged in the pre-service and in-service education of persons who are employed in public school adult education, community college continuing education, and community services, and in community education. To the extent that such education reinforces the tendency toward the narrow institutional perspective of practitioners the programs strengthen the resistance to the development of a coordinated approach. University promulgation of a broader perspective of the field could result in an increased willingness of practicing adult educators to engage in cooperative programming.

2. Adult education researchers in universities have not yet succeeded in identifying the discrete audiences for various kinds of adult education. For example, the ambitious, upwardly mobile immigrant in an ABE-ESL class differs markedly from the hard-to-recruit, difficult-to-retain native American who is functionally illiterate, negatively disposed toward education and who does not see participation in an ABE program as a route to his goals. The costs of achieving a given increment of learning with persons in the first group are less than half as great as for achieving the same result with persons in the second group. Perhaps the development of a simple, reliable method for classifying the intended learners would serve to clarify the variation in costs associated with conducting programs for both.

3. Using the model of the Cooperative Extension Service, universities might well employ field agents to provide for operators of ABE programs the same kind of subject matter expertise that extension agents ha-e provided to agriculturists and home makers since 1914 when the Smith-Lever Act was passed.

Professional Associations

Professional associations in the field of adult education face the temptation to over-specialize on narrow institutional lines. Unless those who perceive of themselves as professionals in the larger field can learn to involve practicing adult educators from the full range of institutions providing adult education in professional associations there may be little hope that inter-institutional adult education program can be developed on the community level.

1. The disparate associations of adult educators and of adult education institutions which have been involved in ABE at the local, state, and national levels have tended to perpetuate the fragmentation of adult education efforts. Although a national coalition of adult education organizations exists, it has not succeeded in developing practical strategies for a coordinated approach to emphasize areas such as ABE. Unless the leaders of the separate organizations (National University Extension Association, Adult Education Association of the United States, National Association for Public Continuing and Adult Education, National Council on Community Services, National Community Education Association, and other national organizations and their state and local counterparts) can adopt a cooperative posture and plan together, there is little reason to believe that the institutional focus of the ABE program can be integrated into a community oriented approach. The forces of divisiveness appear to be stronger than those favoring cooperative efforts. If the associations wish to encourage the provision of a broad range of adult education opportunities at the community level, then they must develop a united front and

learn to plan programs from a posture of serving community needs rather than restricting their thinking to what their own institution is able to do.

—— 2. The development of the Commission on Adult Basic Education within the structure of the Adult Education Association of the United States and which has close working relationships with the International Reading Association and the National Association for Public Continuing and Adult Education is an example of an inter-associational effort which is problem rather than institutionally oriented. This Commission fosters inter-associational cooperation in a circumscribed problem area, but since its major annual meeting is not held concurrently with the annual meetings of its parent groups, the Commission tends to emphasize its unique interests and to give little attention to strengthening ties with other program areas served by other special interest groups within the respective associations. What is needed is a cooperative, problem-oriented group which addresses itself to ABE concerns but which does so within the broader perspective of providing the full range of adult education opportunities in each community utilizing available resources. It may be that meeting separately on a national scale is counterproductive in that it places undue emphasis on the uniqueness of ABE program instead of reinforcing the notion that activity in this area is one important part in a larger pattern of educational provision.

Epilogue

The improvement of community provisions for adult education of all kinds can be assisted by the national, state and local levels of government and through the actions of universities and professional associations. There are indications that such efforts are being made and that interinstitutional coordination is an ideal that can be achieved.

Intelligent problem solving is dependent upon the availability of sufficient data to delineate the alternatives. The dissemination of the information uncovered in this investigation to decision makers at the national, state and local levels may provide insights into both the problem situation and to possible solutions.

This research is one part of a series of investigations dealing with the organization, financing, adaptation and coordination of adult education institutions. As such, its findings will serve as the foundation for subsequent research into the development and testing of coordinated approaches to the organization and delivery of educational services to adults at the community, regional and national levels.